

Message Text

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ACTION IO-10

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LAB-04 AGR-05 L-02 HEW-02 /065 W

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PARIS FOR UNESCO; ROME

FOR FODAG; VIENNA FOR IAEA AND UNIDO

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SUBJECT: CERP 0008 - EVALUATION OF UN ASSISTANCE PROGRAMS

REF: A) STATE 64907; B) STATE A-18, 3/29/74;

C) STATE A-1149; D) AIDTO CIRC A-676

FOLLOWING EMBASSY/USAID RESPONSES TO REF A (KEYED TO TOPICS IN PARA. 5) SHOULD BE READ IN CONJUNCTION WITH REF B, WHICH FULL, COMPREHENSIVE REPORT, MUCH OF WHICH STILL VALID.

A. UNDP RESREP PLAYS MAJOR ROLE WITH RESPECT TO UNDP-FUNDED ACTIVITIES, BUT LEADERSHIP POSITION LIMITED BEYOND THAT POINT. RESREP MAINTAINS ONLY THOSE CONTACTS WITH OTHER UN AGENCIES NECESSARY FOR IMPLEMENTATION OF PROJECTS.

IN FAIRNESS TO UNDP, THERE ARE 17 DIFFERENT UN AGENCIES

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HAVING SOME SORT INVOLVEMENT IN KENYA, 11 OF WHICH

MAINTAIN OFFICES HERE. MISSION BELIEVES LACK OF REAL LIAISON WITH OTHER UN AGENCIES MAY BE DUE UNDP CONCEPT OF ITSELF AS FINANCIAL INSTITUTION, WITH OTHER UN ORGANIZATIONS EXECUTING AGENCIES. SHOULD NOT HOWEVER THAT RESREP'S OFFICE CLAIMS CLOSE TIES MAINTAINED WITH IBRD AND UNICEF, PARTICULARLY WHEN PROJECTS OVERLAP, BUT MISSION/ EMBASSY IMPRESSION IS THAT COORDINATION POOR AND INADEQUATE. UNDP-GOK RELATIONS CORDIAL AND CLOSE ALTHOUGH SOME UNDP OFFICIALS BELIEVE PAPERWORK BURDEN PLACED ON GOK'S EXTERNAL AID DIVISION (EAD) BY UN PROGRAMMING PROCESS MONUMENTAL AND UNWARRANTED. UNICEF HAS MINIMAL, GENERALLY PASSIVE PARTICIPATION COUNTRY PROGRAMMING EXERCISE.

B. UNDP OFFICIALS FEEL AGENCY PLAYS NO REAL ROLE IN COORDINATION OTHER DONOR ACTIVITIES ALTHOUGH ACKNOWLEDGES QUOTE MANDATE UNQUOTE TO TAKE CHARGE THIS IMPORTANT AREA. (FYI, MANY DONORS, INCLUDING USAID, AGREE THIS ASSESSMENT). SOME UNDP STAFF'S PROFESSED REASONS FOR LACK LEADERSHIP INCLUDING FOLLOWING: UNDP IS MINOR DONOR; OTHERS EXTREMELY ACTIVE AND INTERESTED IN MAINTAINING THEIR OWN CLOSE CONTACTS WITH GOK. ON POSITIVE SIDE, UNDP PREPARES EXTREMELY USEFUL ANNUAL INVENTORY OF ASSISTANCE TO KENYA FOR DISTRIBUTION AMONG DONORS. ALSO, HOSTS MONTHLY LUNCHEON FOR DONORS-GOK REPRESENTATIVES AND FEATURING PRESENTATION ON SOME RELEVANT TOPIC BY RESPONSIBLE KENYAN OFFICIAL. WHILE LUNCHESES USEFUL OPPORTUNITY FOR DONORS TO MEET INFORMALLY, THEY DO NOT FULFILL COORDINATION FUNCTION.

PROBLEM DONOR COORDINATION IN KENYA, HOWEVER, GOES BEYOND ABILITY/INABILITY UNDP TAKE ACTIVE ROLE IN COORDINATION: IBRD IS CONVENOR CONSULTATIVE GROUP YET UNWILLING TO CARRY THAT ROLE OVER TO DONOR ACTIVITIES IN KENYA; MULTITUDE OF DONORS ACTIVE IN KENYA MAKES IT DIFFICULT FOR ANY ONE DONOR TO FULFILL COORDINATOR'S ROLE EFFECTIVELY; GOK ALSO SENSITIVE RE THIS POINT AND PREFERS DEALING WITH INDIVIDUAL DONORS DIRECTLY AND SEPARATELY.

C. MISSION IMPRESSION IS THAT RESREP PLAYS NO ROLE IN COORDINATING "AD HOC" ACTIVITIES. FOR EXAMPLE, DECEMBER 1974 CHOLERA OUTBREAK SAW GOK MAKING SEPARATE REQUESTS TO ALL CONCEIVABLE DONORS FOR AID - NEITHER UNDP NOR WHO LIMITED OFFICIAL USE

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TOOK INITIATIVE IN COORDINATING DONOR SUPPORT.

D. CURRENT UNDP PROGRAMMING DOCUMENT IS 1975-77 COUNTRY PROGRAM PAPER ISSUED IN SEPTEMBER 1974 AND SCHEDULED FOR UN/Y REVIEW JUNE 1975. THIS CP BASED ON \$10 MILLION ALLOCATION RECEIVED MARCH 1974 AS ADVANCE FROM 1977-81 PROGRAM FUNDS AND \$4.5 MILLION AVAILABLE UNDER EXISTING 1972-76 PROGRAM PLAN. COMPANION PIECE IS "BACKGROUND PAPER FOR PREPARATION OF KENYA/UNDP COUNTRY PROGRAM."

UNDP STAFF CONSIDER 1975-1977 COUNTRY PROGRAM CONSIDERABLE IMPROVEMENT OVER PRIOR CP PLAN, NOTING ESPECIALLY ACTIVE INPUT OF EAD PERSONNEL. OTHER DONOR PARTICIPATION MINIMAL OR NON-EXISTENT ALTHOUGH RESREP DID MAKE SOME EFFORT TO DISCUSS COMPLETED CP PAPER WITH FEW SELECTED DONORS, INCLUDING USAID, IMMEDIATELY PRIOR TO SUBMISSION TO UN/NY. USAID MEETING UNFORTUNATELY DID NOT OCCUR; HOWEVER, IF IT HAD, ONE OBSERVATION WOULD HAVE BEEN WIDE RANGE OF UN ACTIVITIES IN KENYA, MANY OF WHICH FALL OUTSIDE GOK'S AND IBRD REPORTS' PRINCIPAL AREAS OF EMPHASIS, ALTHOUGH FOCUS AND CONCENTRATION OF PROGRAM ON SUCH AREAS IMPROVING.

WE ANTICIPATE THIS COUNTRY PROGRAM TO SUFFER CONTINUING PROBLEM OF FUNDING INFLEXIBILITY MAKING IT IMPOSSIBLE FOR UNDP TO RESPOND ADEQUATELY TO NEW PROPOSALS ARISING DURING 1975-77 AS DID PREVIOUS CP SINCE FUNDING TARGET NOW FULLY PROGRAMMED EXCEPT FOR \$1.8 MILLION RESERVE WHICH MAY BE TOO LITTLE, AND SINCE FUNDS RECEIVED 1974 TO ENABLE DEVELOPMENT NEW PROJECTS "BORROWED" FROM AVAILABILITIES FOR 1977-81. SUGGEST PROGRAMMING CYCLE, APPROACH BY UNDP, BE DISCUSSED UN/NY.

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E. TO BEST CURRENT USAID STAFF KNOWLEDGE NO NEW PROJECT PROPOSALS EVER SUBMITTED TO US BY UNDP FOR REVIEW/COMMENT SINCE PROGRAM DEVELOPMENT EXERCISE INITIATED ABOUT ONE YEAR AGO. GIVEN USAID STAFF SHORTAGES AND EXTREMELY HEAVY WORK-LOAD, BEST WE CAN DO IS ATTEMPT KEEP INFORMED OF PROPOSALS RELATED TO OWN PROGRAM EMPHASES THROUGH INFORMAL CONTACTS UNDP, FAO, WHO, ETC., ALTHOUGH THIS INADEQUATE TO MAGNITUDE TASK CONFRONTING US. THEREFORE, ON BASIS EXPERIENCE SINCE JUNE 1974, SYSTEM DESCRIBED REFS C-D NOT WORKING. UNDP OFFICE SIMILARLY HAS LIMITED NUMBER STAFF AND BELIEVE IT MAY FIND IT IMPOSSIBLE KEEP US AND/OR ALL DONORS TO KENYA INFORMED ON ALL UN ACTIVITIES.

F. REF B'S OBSERVATION BY EMBASSY THAT MAJORITY PROJECTS "UNSPECTACULAR SUCCESSES" STILL VALID. WHERE PROBLEMS DO EXIST, THERE VARIETY OF CURES TAKEN BY UNDP: REPHRASE OBJECTIVES TO REFLECT WHAT MAY BE REALISTICALLY ACHIEVED IN LIGHT ACTUAL EXPERIENCE; PHASE OUT, OR REEXAMINE ADEQUACY OF INPUTS. NOTABLY SUCCESSFUL PROJECTS INCLUDE KEN/70/525, EXPLORATION AND LIMITED OFFICIAL USE

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DEVELOPMENT OF GEOTHERMAL POWER IN WHICH THERE REPORTEDLY IS HIGH GOK INTEREST, AS EVIDENCED FOR EXAMPLE BY SUBSTANTIAL EAST AFRICAN POWER AND LIGHT INPUTS, AND PROJECT KEN/72/008, BEEF IMFUSTRY DEVELOPMENT PHASE III, WHICH HAS BEEN SUCCESSFULLY REPLICATED. ACKNOWLEDGED FLOPS INCLUDE UNDP ASSISTANCE TO MANAGEMENT TECHNICAL ASSISTANCE CENTRE, ORGANIZATION RESPONSIBLE UNDER CURRENT GOK DEVELOPMENT PLAN FOR SETTING UP 40 SMALL BUSINESS ADVISORY CENTERS. UNDP CITES PRINCIPAL REASONS FOR FAILURE AS COMPLETE LACK SUPPORT FROM GOK MINISTRY COMMERCE AND INDUSTRY. GOK COUNTERPART PERSONNEL WERE PLANNED TO INCREASE FROM 6 TO 47 UNDER PROJECT, BUT AFTER YEAR AND HALF, COUNTERPARTS STILL NUMBER ONLY 6. OTHER WEAK PROJECT IS KEN/71/526, WILDLIFE MANAGEMENT, WHICH BESET BY LACK OF LEADERSHIP ON BOTH UNDP AND GOK SIDE, AND, CONSEQUENTLY, SCHEDULED FOR TERMINATION IN 1976. UNDP HAS LITTLE TROUBLE ATTRACTING HIGH-QUALITY TECHNICAL PERSONNEL TO KENYA. PROJECT PERFORMANCE LARGELY DETERMINED BY GOK'S DEGREE INTEREST AND ABILITY TO PROVIDE QUALIFIED COUNTERPARTS. HOUSING AND ALLOWANCES HAVE LITTLE EFFECT PROJECT IMPLEMENTATION.

G. UNDP CONSIDERS TRIPARTITE REVIEW SYSTEM IN KENYA AS ACTUALLY ENCOMPASSING INVOLVEMENT FOUR IDENTIFIABLE PARTIES: UNDP, UN EXECUTING AGENCY, GOK EAD, GOK OPERATING MINISTRY. EVEN WITH FOUR PART SYSTEM, REVIEWS CONSIDERED TO BE IN FACT NO MORE THAN ARMCHAIR DISCUSSIONS. IT HAS ALSO BEEN NOTED AND REGRETTED BY SOME UNDP STAFF THAT VOLUME OF PROJECTS AND WORK-LOAD HAS NEVER PERMITTED RESREP'S OFFICE TO "SIT BACK AND TAKE OVERVIEW" OF UNDP ACTIVITY IN KENYA. OUTSIDE EVALUATIONS MAY BE ONE SOLUTION, BUT THIS APPARENTLY NOT USUAL PRACTICE UNDP

PROJECTS. RESREP'S ANNUAL REPORT NOT AVAILABLE.

H. WOMEN IN DEVELOPMENT: UNDP OFFICIAL ACKNOWLEDGED FLURRY OF PRONOUNCEMENTS FROM UN/NY REGARDING WOMEN IN DEVELOPMENT AND IN PARTICULAR INTERNATIONAL WOMEN'S YEAR, BUT STATED THERE NO NEW INITIATIVES OR PLANS AS RESULT. LACK FUNDING AVAILABILITIES PER D ABOVE ONE ASPECT PROBLEM, BUT ACCORDING SOME STAFF OF VARIOUS UN AGENCIES 1) THERE LITTLE INTEREST IN THIS AREA, 2) LIMITED ABILITY TO ENVISAGE HOW TO INTEGRATE WOMEN INTO ACTIVITIES, 3) LITTLE DESIRE RAISE ISSUE WITH GOK ON PART OVERWHELMINGLY CONSERVATIVE AND MALE OFFICIALS VARIOUS UN ORGANIZATIONS HERE. WOMEN IN "EXPERT CATEGORIES" INCLUDE UNDP DEP RESREP, UNICEF PROGRAM OFFICER, ECA REGIONAL ADVISOR WOMEN'S AFFAIRS BASED ADDIS ABABA, AND KENYAN MEMBER UNDP PROGRAM STAFF NAIROBI. UNICEF PROGRAM OFFICER NOTABLY ACTIVE IN VARIOUS LIMITED OFFICIAL USE

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EFFORTS RELATED TO INTERNATIONAL WOMEN'S YEAR BUT HAS FEW FUNDS/PROGRAMS AVAILABLE TO ENABLE SIGNIFICANT CONTRIBUTION.
E. SEE SUGGESTION D ABOVE.

DECON 4/16/76.
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